

## 4.11 POPULATION AND HOUSING

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### INTRODUCTION

This section analyzes the potential for implementation of the Project to result in population and housing impacts in unincorporated County of Orange and in the vicinity of the project site. The analysis describes the existing and projected population and housing conditions of the unincorporated County of Orange and analyzes the potential impacts on population and housing growth.

### 1. ENVIRONMENTAL SETTING

#### a. Regulatory Framework

##### (1) Southern California Association of Governments (SCAG)

The Project is located within the jurisdiction of the Southern California Association of Governments (SCAG). SCAG is a Joint Powers Agency established under California Government Code Section 6502 et seq. Pursuant to federal and state law, SCAG serves as a Council of Governments, a Regional Transportation Planning Agency, and the Metropolitan Planning Organization (MPO) for Los Angeles, Orange, San Bernardino, Riverside, Ventura, and Imperial counties. SCAG's mandated responsibilities include developing plans and policies with respect to the region's population growth, transportation programs, air quality, housing, and economic development. Specifically, SCAG is responsible for preparing the Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) and Regional Housing Needs Assessment (RHNA), in coordination with other state and local agencies. These documents include population, employment, and housing projections for the region and 14 subregions.

##### (2) Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS)

On April 4, 2012, the Regional Council of SCAG adopted the 2012-2035 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS): Towards a Sustainable Future. The 2012-2035 RTP/SCS is a long-range regional transportation plan that provides a blueprint to help achieve a coordinated and balanced regional transportation system in the SCAG region, which is composed of six counties: Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura. The RTP/SCS is the culmination of a multi-year effort involving stakeholders from across the SCAG Region, and includes short- and long-range population, housing, and employment projections for local, subregional, and regional geographies that are utilized for regional planning efforts.

##### (3) Regional Housing Needs Assessment (RHNA)

A Regional Housing Needs Assessment (RHNA), most recently adopted and approved by the SCAG Regional Council on July 12, 2007, includes an assessment of regional housing needs for very low income, low income, moderate income, and above moderate income groups for the planning period from January 2006 through June 2014.<sup>1</sup> The RHNA is used by local communities to address land use planning, prioritize local resource allocation, and decide how to address identified existing and future housing needs resulting from population,

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<sup>1</sup> Southern California Association of Governments Website: [http://www.scag.ca.gov/Housing/pdfs/rhna/RHNA\\_FinalAllocationPlan071207.pdf](http://www.scag.ca.gov/Housing/pdfs/rhna/RHNA_FinalAllocationPlan071207.pdf).

employment, and household growth. According to the RHNA, the housing needs for unincorporated County of Orange includes a total of 7,978 dwelling units, of which 1,777 would be very low income, 1,445 low income, 1,597 moderate income, and 3,159 above moderate income housing; refer to **Table 4.11-1, Regional Housing Growth Needs of Unincorporated County of Orange**.

**Table 4.11-1****Regional Housing Growth Needs of Unincorporated County of Orange**

<b>Very Low Income Households</b>	<b>Low Income Households</b>	<b>Moderate Income Households</b>	<b>Above Moderate Income Households</b>	<b>Total Households</b>
1,777*	1,445	1,597	3,159	7,978
22.3%	18.1%	20%	39.6%	100%

*Half (889) of these very low units are assumed to be in the extremely-low category (Source: SCAG 2007).*

Source: County of Orange Housing Element, 2011; Southern California Association of Governments Website: [http://www.scag.ca.gov/Housing/pdfs/rhna/RHNA\\_FinalAllocationPlan071207.pdf](http://www.scag.ca.gov/Housing/pdfs/rhna/RHNA_FinalAllocationPlan071207.pdf).

**(4) County of Orange General Plan**

The Land Use Element of the County's General Plan includes a policy that is relevant to population and housing, specifically relating to providing a variety of residential densities which permit a mix of housing opportunities affordable to the county's labor force. The Project's consistency with this policy is discussed in the impact analysis below.

**(5) City of Yorba Linda General Plan**

The City's General Plan contains goals and policies that are relevant to population and housing in the General Plan Housing Element. The Project's consistency with the applicable goals and policies of the Housing Element is discussed in the impact analysis below.

**b. Existing Conditions****(1) Population**

The County of Orange spans 798 square miles and is comprised of 34 incorporated cities as well as unincorporated communities. Between 2008 and 2020, the total number of persons in the unincorporated area of the County is projected to increase by 37,900, or approximately 31 percent; whereas the entire County is projected to increase by 277,000 or approximately nine percent. Between 2020 and 2035, the total number of persons in the unincorporated area of the County is projected to increase by 30,200 or approximately 19 percent; whereas the entire County is projected to increase by 155,000 or approximately five percent. **Table 4.11-2, Population Projections in Unincorporated County of Orange and County of Orange**, displays SCAG projected population projections in unincorporated areas and the County of Orange through the year 2035.

**Table 4.11-2****Population Projections in Unincorporated County of Orange and County of Orange**

	<u>2008</u>	<u>2020</u>	<u>2035</u>
Total Population – Unincorporated County of Orange	121,200	159,100	189,300
Total Population – County of Orange	2,989,000	3,266,000	3,421,000

Source: SCAG, *Adopted 2012 RTP Adopted Growth Forecast*; Southern California Association of Governments Website: <http://www.scag.ca.gov/forecast/index.htm>

**(2) Housing**

The County of Orange contained approximately 1,022,219 housing units while the unincorporated County of Orange contained 38,496 units in 2010. Current housing types in the County are depicted in **Table 4.11-3, Housing by Type (2010)**.

**Table 4.11-3****Housing by Type (2010)**

<u>Unit Type</u>	<u>Unincorporated County of Orange</u>		<u>County of Orange</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Single-family detached	30,529	79.3	521,768	51.1
Single-family attached	2,188	5.7	130,118	12.7
Multi-family (2-4 units)	2,213	5.7	91,400	8.9
Multi-family (5+ units)	3,260	8.5	265,146	25.9
Mobile Homes	306	0.8	13,787	1.4
<b>Total</b>	<b>38,496</b>		<b>1,022,219</b>	

Note: According to the 2010 Census, a housing unit is a house, an apartment, a mobile home, a group of rooms, or a single room occupied (or if vacant, intended for occupancy) as separate living quarters.

Source: California Department of Finance, 2011 E-5 Population and Housing Table.

Compared to Orange County as a whole, the unincorporated areas of the County have a higher percentage of single-family housing and a lower percentage of multi-family housing. Single-family homes comprise approximately 85 percent of unincorporated County compared to only about 64 percent of housing units in the entire County. There is a significantly greater percentage of multi-family homes in all of Orange County, over 34 percent, than in unincorporated areas, at approximately 14 percent.<sup>2</sup>

Between 2008 and 2020, the total number of households in the unincorporated area of the County is projected to increase by 5,500, or approximately 14 percent; whereas the entire County is projected to

<sup>2</sup> Environmental Science Associates (ESA). *Saddle Crest Homes Draft Environmental Impact Report #661*. April 2012.

increase by 62,000 or approximately six percent. Between 2020 and 2035, the total number of households in the unincorporated area of the County is projected to increase by 13,600 or approximately 31 percent; whereas the entire County is projected to increase by 76,000 or approximately seven percent. **Table 4.11-4, Household Projections in Unincorporated County of Orange and County of Orange**, displays SCAG projected household projections in unincorporated areas and the County of Orange through the year 2035.

**Table 4.11-4****Household Projections in Unincorporated County of Orange and County of Orange**

	<u>2008</u>	<u>2020</u>	<u>2035</u>
Total Households – Unincorporated County of Orange	38,500	44,000	57,600
Total Households – County of Orange	987,000	1,049,000	1,125,000

*Note: According to the 2000 Census, a household includes all the people who occupy a housing unit.*

*Source: SCAG, Adopted 2012 RTP Adopted Growth Forecast; Southern California Association of Governments Website: <http://www.scag.ca.gov/forecast/index.htm>*

## 2. ENVIRONMENTAL IMPACTS

### a. Methodology

This section includes an analysis of the population and housing units generated by the Project and how the population and housing relates to the County. Information was obtained from the State of California Department of Finance, Census 2010, SCAG, and the County of Orange. Additionally, County regulations were reviewed for project applicability, including the County's General Plan and Housing Element. Impacts on population were determined by calculating the population generated by the Project (based on the average household size for the unincorporated County of Orange multiplied by the number of housing units proposed by the Project) and comparing to the population anticipated in the County.

### b. Thresholds of Significance

Appendix G of the CEQA Guidelines and the County of Orange Environmental Analysis Checklist include questions that are used in this EIR as thresholds for determining whether the Project would have a significant environmental impact on population and housing. Based on the size and scope of the Project and the potential for population and housing impacts, the threshold of significance identified below is used to assess potential impacts on population and housing. Please refer to Section 6.0, *Other Mandatory CEQA Considerations*, for a discussion of other issues associated with the evaluation of population and housing where the characteristics of the Project made it clear that effects would not be significant and further evaluation in this section was not warranted.

Threshold 1: Induce substantial population growth in an area, either directly (for example, by proposing new homes and businesses) or indirectly (for example, through extension of roads or other infrastructure (refer to Impact Statement 4.11-1).

### c. Project Design Features

There are no Project Design Features (PDFs) applicable to population and housing.

### d. Analysis of Project Impacts

#### POPULATION GROWTH

Threshold	Would the project induce substantial population growth in an area, either directly or indirectly?
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*4.11-1 Implementation of the Project would not induce substantial population growth in an area, either directly or indirectly. This impact is considered less than significant.*

The Project includes the construction of 112 single-family detached residential dwellings that would generate a population of approximately 358 residents.<sup>3</sup> Per Table II-1, *Building Intensity/Population Density Standards*, in the Land Use Element of the County's General Plan, the Suburban Residential land use designation allows maximum intensity/density characteristics and standards of 0.5 to 18 dwelling units (du) per acre, 2.59 persons per du, and 1-47 persons per acre. As the project site includes approximately 41 acres of Suburban Residential designated land, the Project could support a maximum population of approximately 1,927 persons.<sup>4</sup> As stated above, Project implementation would result in approximately 358 new residents. Therefore, the direct population generated by the Project would be within the maximum population anticipated for the site within the County's General Plan.

**Table 4.11-2** shows that SCAG estimates a population of 189,300 persons within unincorporated portions of Orange County and 3,421,000 persons within the entire County of Orange by 2035. The Project would constitute approximately 0.19 percent and 0.01 percent, respectively, of the anticipated population in the unincorporated County and the County of Orange by 2035 and would, therefore, be well within the projected population growth.<sup>5</sup> This population increase would be consistent with SCAG population estimates and growth anticipated by the County of Orange General Plan Housing Element. By adding new housing units to the general housing supply, the Project would support applicable housing policies of the County's Housing Element, SCAG's RTP/SCS, and housing allocation goals of the RHNA, and would help meet the housing demands of the growing population of the County by contributing to housing availability and opportunity in the project area. Increasing the housing supply would accommodate the County's housing needs and would contribute to the County's goal of providing housing that is compatible with surrounding uses such as the Casino Ridge residential community which abuts the project site on the north, and established residential neighborhoods which abut the project site on the south and west, and future single family development

<sup>3</sup> 358 persons = 112 X 3.2. Based on the average household size of 3.2 persons/household for unincorporated areas of Orange County. It should be noted that the average household size for all of Orange County is 3.0 persons/household (U.S. Census Bureau, 2010). The average household size of 3.2 persons/household is also consistent with population estimates of the City of Yorba Linda, *Initial Study for Oakcrest Terrace*, prepared by Impact Sciences, March 2012.

<sup>4</sup> 1,927 persons = 47 persons/acre X 41 acres.

<sup>5</sup> In terms of population growth, the projected increase in population from 2008 to 2035 would be 68,100 people. The Project would represent 0.5 percent of the projected growth in that timeframe.

which can occur to the east pursuant to the County General Plan. Based on the above, impacts regarding population growth would be less than significant.

**CONSISTENCY WITH COUNTY OF ORANGE AND CITY OF YORBA LINDA PLANS AND POLICIES**

**(1) County of Orange General Plan**

The County’s General Plan contains a policy that is relevant to population and housing in the Land Use Element. As discussed below in **Table 4.11-5, Project Consistency with Orange County General Plan**, the Project would be consistent with Policy 3 in the Land use Element pertaining to population and housing.

**Table 4.11-5**

**Project Consistency with Orange County General Plan**

Goals, Objectives and Policies	Project Consistency
<i>Land Use Element</i>	
<b>General Plan’s Major Land Use Element Policies</b>	
<p><b>Policy 3 Housing Densities.</b> To provide a variety of residential densities which permit a mix of housing opportunities affordable to the county’s labor force.</p>	<p><b>Consistent.</b> The Project would introduce up to 112 single-family homes in an area designated for suburban residential land uses, which would contribute to the ability of the County to meet demands for housing, particularly single-family homes.</p> <p>The RHNA most recently adopted and approved by the SCAG Regional Council on July 12, 2007 includes an assessment of regional housing needs for very low income, low income, moderate income, and above moderate income groups for the planning period from January 2006 through June 2014. According to the RHNA, the housing needs for unincorporated County of Orange includes a total of 7,978 dwelling units, of which 1,777 would be very low income, 1,445 low income, 1,597 moderate income, and 3,159 above moderate income housing. The Project contributes to meeting this need at either the moderate or above moderate income levels identified as between 81-120% of area median income and above 120% of area median income, respectively. A total of 4,756 of the 7,978 units are allocated to these categories. Because Project housing price points are yet to be defined, the income subcategory for the Project’s residences is to be determined.</p>

Source PCR Services Corporation, 2013.

**(2) City of Yorba Linda General Plan**

The City’s General Plan contains goals and policies that are relevant to population and housing in the General Plan Housing Element. As discussed below in **Table 4.11-6, Project Consistency with Yorba Linda General Plan**, the Project would be potentially consistent with the applicable goals and policies of the City of Yorba

Linda General Plan pertaining to population and housing. The notation of “Potentially Consistent” is in deference to the City’s authority for making such determinations for projects located within the city limits.

**Table 4.11-6**

**Project Consistency with Yorba Linda General Plan**

Goals, Objectives and Policies	Project Consistency
<b>Housing Element</b>	
<p><b>Goal 3:</b> Provide Adequate Housing Sites to Accommodate Regional Housing Needs and Achieve a Variety and Diversity of Housing.</p>	<p><b>Potentially Consistent.</b> The most recent RHNA for the City identifies a total housing need of 2,039 units between 2008 and 2014. The Project contributes to meeting this need at either the moderate or above moderate income levels identified as between 81-120% of area median income and above 120% of area median income, respectively. A total of 1,208 of the 2,039 units are allocated to these categories. Because Project housing price points are yet to be defined, the income subcategory for the Project’s residences is to be determined.</p>
<p><b>Policy 3.1:</b> Encourage the production of housing that meets all economic segments of the community, including lower, moderate, and upper income households, to maintain a balanced community.</p>	
<p><b>Policy 3.6:</b> Pursue the annexation of undeveloped properties, including the Murdock area, within the northern Sphere of Influence to increase the City’s capacity to accommodate future housing growth.</p>	

Source: PCR Services Corporation, 2013.

**3. CUMULATIVE IMPACTS**

4.11-2 *The Project combined with the related projects would not result in substantial adverse effects related to population and housing in the project area. Thus, cumulative impacts would be less than significant.*

Implementation of the Project would result in a net increase in the County’s residential population by approximately 358 residents and housing stock by up to 112 single-family detached residential dwellings.

The Project, in combination with other development projects within the project vicinity would result in a cumulative increase in population. The only related project in the County jurisdiction is the Esperanza Hills Project, which is assumed to include up to 340 single-family residential dwelling units. Assuming a similar household size as the Project, the Esperanza Hills Project could potentially include up to approximately 1,088 persons. The Project and this related project would develop at densities that are consistent with the General Plan designations for the properties. In addition, this cumulative growth in the County's residential population falls within growth estimates for the County and region as projected by SCAG and would contribute to meeting the County's RHNA requirements. These units would contribute to meeting housing demands as identified in the RHNA when the units are built.

Although the project site is not within the City of Yorba Linda, it may be annexed in to the City at some point in the future. The 16 related projects in the City of Yorba Linda and County of Orange (including the Esperanza Hills Project) would result in an increase of 2,015 residential units with an associated increase of 6,448 people.<sup>6</sup> Thus, the Project and the related Projects would include up to 2,127 housing units. While this figure would exceed the City's RHNA allocation of 2,039 units if the Project were annexed into the City, the current allocation does not include areas within the City sphere of influence. These Units are included in the RHNA allocation for the unincorporated County, including the Yorba Linda sphere of influence area. Housing needs associated with annexation would be served by the housing proposed under the Project. In regard to potential growth inducing impacts, as analyzed in Section 4.8, *Hydrology and Water Quality*, Section 4.12, *Public Services*, Section 4.13, *Recreation*, Section 4.14, *Traffic/Transportation*, and Section 4.15, *Utilities and Service Systems*, impacts on infrastructure and other services would all be less than significant at the Project and cumulative level with implementation of mitigation measures and PDF's, as discussed in those sections.

As discussed in Section 4.9, *Land Use and Planning*, the Project is being developed at a gross residential density of 1.3 dwelling units per acre. This is similar to existing subdivisions in the City of Yorba Linda to the west and south which range in density between 1.03 and 1.96 dwelling units per gross acre. The Project's density is closer to the lower end of this range. However, arithmetically, the Project exceeds the maximum gross density of one dwelling unit per acre for this 84-acre area of the City's sphere of influence. The Project's 84 acres is part of a larger area designated as the Murdock/Travis Property in the City's Land Use Element. This property consists of 547 acres and it is planned as an area of land to accommodate 536 dwelling units (according to the language of the City's existing General Plan). Current planning for this area consists of the Project and the adjacent Esperanza Hills Project which together consist of 452 dwelling units. Therefore, at this time without additional development being proposed on the Murdock/Travis Property, the Project could potentially be found to be consistent with the City's approach regarding the maximum number of dwelling units allowed for this area of the City's sphere of influence. Because there are two other privately held parcels that are not presently planned for development, as well as a pending General Plan update which may affect the number of dwelling units permitted in the City's sphere of influence, this determination of potential consistency is only made at the time of processing of the Cielo Vista Project. Based on these considerations, the Project as part of the greater Murdock/Travis Property, would provide low-density residential uses with corresponding population and housing consistent with the planned uses for this area as envisioned by the City of Yorba Linda's General Plan.

<sup>6</sup> *Based on the average household size of 3.2 persons/household for unincorporated areas of Orange County. It should be noted that the average household size for all of Orange County is 3.0 persons/household (U.S. Census Bureau, 2010). The average household size of 3.2 persons/household is also consistent with population estimates of the City of Yorba Linda, Initial Study for Oakcrest Terrace, prepared by Impact Sciences, March 2012.*

Further, as discussed in Section 4.9, the portion of the project site currently designated for Suburban Residential (1B) uses in the County's General Plan Land Use Element which allows residential uses to be developed between 0.5 to 18 dwelling units per acre. Thus, with 41 acres of the project site designated as "Suburban Residential" (1B) in the General Plan Land Use Element, up to approximately 738 dwelling units would be allowed under this land use designation, despite the request for a General Plan Amendment for a portion of Planning Area 2 to accommodate development within that area. The Project is proposing to develop 95 residential single family dwellings in Planning Area 1 and 17 single-family residential dwellings in Planning Area 2. Thus, the population resulting from the Project is far below the maximum potential population anticipated for the project site within the County's General Plan.

Based on the above, the populations of the Project and Esperanza Hills Project would be consistent with the planned low-density residential uses in the greater Murdock/Travis Property as envisioned by the City of Yorba Linda's General Plan and the County's General Plan. Further, the population and housing growth associated with the Project and other projects falls within the growth anticipated by SCAG for the region. While other related projects combined with the Project would increase population and the number of households within the County and City of Yorba Linda, each related project would be reviewed for consistency with the applicable and allowable General Plan densities on a project-by-project basis. Furthermore, as stated above, and as analyzed in Section 4.8, *Hydrology and Water Quality*, Section 4.12, *Public Services*, Section 4.13, *Recreation*, Section 4.14, *Traffic/Transportation*, and Section 4.15, *Utilities and Service Systems*, impacts on infrastructure and other services due to housing and population growth would all be less than significant at the Project and cumulative level with implementation of mitigation measures and PDF's in those sections.

Overall, in consideration of the above analysis, the Project would not induce substantial cumulative growth since such growth would represent an incremental change in population to the County and would be consistent with projections set forth in the County's General Plan, as well as the City of Yorba Linda General Plan. Accordingly, the Project's contribution to a significant cumulative impact would be less than cumulatively considerable and thus is not considered significant.

#### 4. REFERENCES

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